DOCUMENT RESUME

ED 144 889 SO 010 329

TITLE	Educational Development in Finland, 1974-1976.
INSTITUTION	Ministry of Education, Helsinki (Finland).
PUB DATE	77
NOTE	64p.; Not available in hard copy from EDRS due to small type size of original document; Report presented to International Conference on Education (36th, Geneva, Switzerland, August 30-September 8, 1977)
EDRS PRICE	MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS	*Comparative Education; Curriculum; Developed Nations; Educational Administration; *Educational Change; *Educational Development; Educational Finance; Educational Legislation; *Educational Policy; Educational Practice; Educational Research; Educational Trends; Elementary Secondary Education; Foreign Countries; Higher Education; School Organization; Teacher Education; Vocational Education
IDENTIFIERS	*Finland

ABSTRACT

Part I of this report outlines the organization and structure of all levels of education in Finland. Part II traces the development of education from 1974-76 regarding policy, legislation, and educational research. Principles, admission requirements, curricula and financing of compulsory, secondary and higher education are described. The basic structure comprises nine years' compulsory education followed by senior secondary or vocational and technical schooling. Both tracts may lead to institutes of higher learning. At the compulsory level free materials, health services, and school meals are provided. Decisions on educational policy are handled on a national level and administrated on provincial and municipal levels. Adult education, "folk high schools" and workers' institutes are described as other forms of formal education. Educational developments aim at a smooth transition between secondary and higher education, both administratively and educationally. Changes in higher education relate to degree reform and regional development of higher education. New legislation calls for the promotion of vocational education. Teacher training has been transferred into institutes of higher learning. Charts illustrate the structure of the educational system, the distribution of student population, and the allocation of funding. (KC)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED144889

BEST COPY AVAILABLE

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

EDUCATIONAL DEVELOPMENT IN FINLAND
1974—1976

SP 010 329

Report by the Finnish Ministry of Education to the 36th Session of the International Conference on Education in Geneve, August-September 1977

2

ISBN 951-46-3149-8
Helsingin yliopiston monistuspalvelu, offset 1977

CONTENTS

I ORGANIZATION AND STRUCTURE OF THE EDUCATION SYSTEM IN FINLAND

1.	GENERAL AND VOCATIONAL EDUCATION	1
1.1.	General principles	1
1.2.	Administration	2
1.3.	Structure and organization	8
1.4.	Curricula	10
2.	HIGHER EDUCATION	13
2.1.	General principles	13
2.2.	Administration	17
2.3.	Structure and organization	22
2.4.	Curricula	26
3.	TEACHER TRAINING	31
4.	OTHER FORMS OF FORMAL EDUCATION	33

II DEVELOPMENT OF EDUCATION IN 1974-1976

1.	GENERAL AND VOCATIONAL EDUCATION	37
1.1.	Developments in policy	37
1.2.	New legislative measures	41
1.3.	Administration and finance	43
1.4.	Development trends	43
1.5.	Educational research and information services	45
1.6.	Documentary sources	46
2.	HIGHER EDUCATION	49
2.1.	Developments in policy	49
2.2.	New educational legislative measures	54
2.3.	Administration and finance	55
2.4.	Development trends	55
2.5.	Teacher training	56
2.6.	Education research and information services	58
2.7.	Documentary sources	59

LIST OF FIGURES AND TABLES

Figure 1

The administrative organization of the school system 3

Figure 2

The administration of the school system in Finland 4

Figure 3

State budget 1976 6

Figure 4

Allocation of funds for education and culture 1976 7

Figure 5

Chart of the Finnish educational system 9

Figure 6

The administration of higher education and research 18

Figure 7

The internal administration in most institutions of higher education 20

Table 1

Instruction given in the comprehensive school and the number of hours per five-day week 12

Table 2

The distribution in 1975 of students in various types of further educational institutions 16

Table 3

Funds allocated to universities and other institutions of higher education in the State budgets for the years 1974-1976 21

Table 4

The number of pupils attending comprehensive school 43

Table 5

The number of pupils in the first grade of the senior secondary school 43

Table 6

The number of new students in vocational education institutions 44

Table 7

The number of students with senior secondary school examination in vocational institutions 44

Table 8

The distribution by field of study of new students in vocational education institutions 45

Table 9

Distribution of students between the major areas of study 56

Table 10

The numbers of teachers trained in 1975 57

I

ORGANIZATION AND STRUCTURE OF THE EDUCATION SYSTEM IN FINLAND

1. GENERAL AND VOCATIONAL EDUCATION

1.1. General principles

The education policy of Finland has been consistently developed as part of the general social policy and in harmony with its targets. Educational equality has been the leading principle of education policy. The nine-year comprehensive compulsory school contributes to this principle, because it offers to all those in compulsory education the same period of general basic education, where at least the basic content of the education and the social benefits are the same for all: free teaching and learning materials, health services, school meals and, if necessary, transport and accommodation.

Compulsory school attendance begins at the beginning of the autumn term of the year in which the child reaches the age of 7 and ends at the end of the spring term of the year in which the child reaches the age of 16 provided that compulsory education has not been completed prior to that date.

Completion of the comprehensive school is a prerequisite for entering the senior secondary school or secondary vocational and technical institutions. In a number of upper comprehensive school subjects, in which teaching may be arranged in the form of study programmes of varying extent, the pupil has to complete courses of certain extent in order to be able to continue his studies in the senior secondary school. On completing the three-year senior secondary school and passing the so-called matriculation examination the student may seek admission to universities and other higher education institutions. A sufficient quota of student places in higher education is reserved for students who have completed relevant courses at secondary vocational or technical education institutions. The purpose is to make vocational education a route to higher education competitive with that provided by the senior secondary school.

Boys and girls have an equal right to education, and most of the schools are co-educational. The proportion of girls and boys is fairly constant at all levels of education. The general aim is to provide all young people with an education corresponding to their aptitudes and abilities.

Finland is a bilingual country, the national languages being Finnish and Swedish. In respect of education, the interests of the Swedish-speaking minority (6,5 %) are guaranteed in the same way as are those of the majority.

1.2. Administration

Decisions on the principles of educational development are taken by Parliament. The Council of State, the ministries and national boards exercise executive and planning powers on behalf of the central administration. Educational and cultural affairs are the responsibility of the Ministry of Education, represented in the Government by two ministers. Pre-school education[1)] is administered by the Ministry for Social Affairs and Health. Primary and secondary education are administered by two central offices subordinate to the Ministry of Education: the National Board of Schools and the National Board of Vocational Education. The Council for School Affairs acts as a consultative body for the Ministry of Education.

Finland is divided into 11 provinces for the purposes of regional administration. Each provincial government has a school department responsible for planning, monitoring and guidance, but at present they only deal with general and adult education. Voca-

---

1) Pre-school education, which would comprise a whole age group, is not yet available in Finland. Pre-school experiments for six-year-olds, however, are being carried out in some areas. A certain amount of pre-school education is already given in the kindergartens and day-care centres provided for working parents.

Figure 1

THE ADMINISTRATIVE ORGANIZATION OF THE SCHOOL SYSTEM

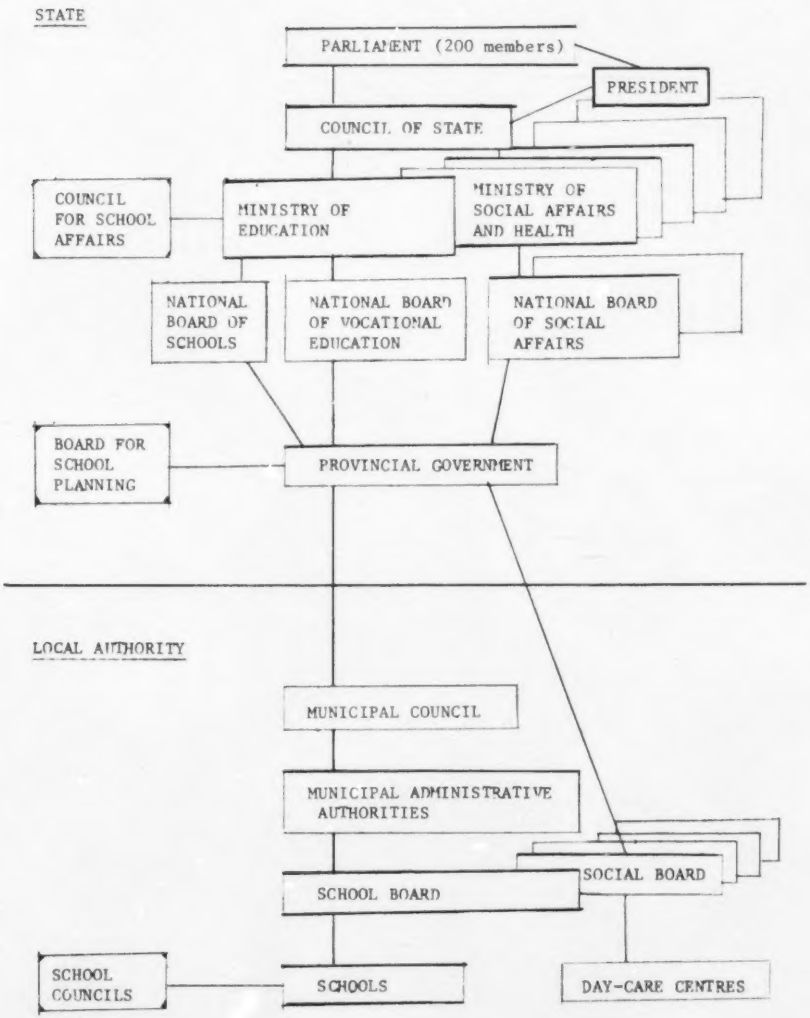
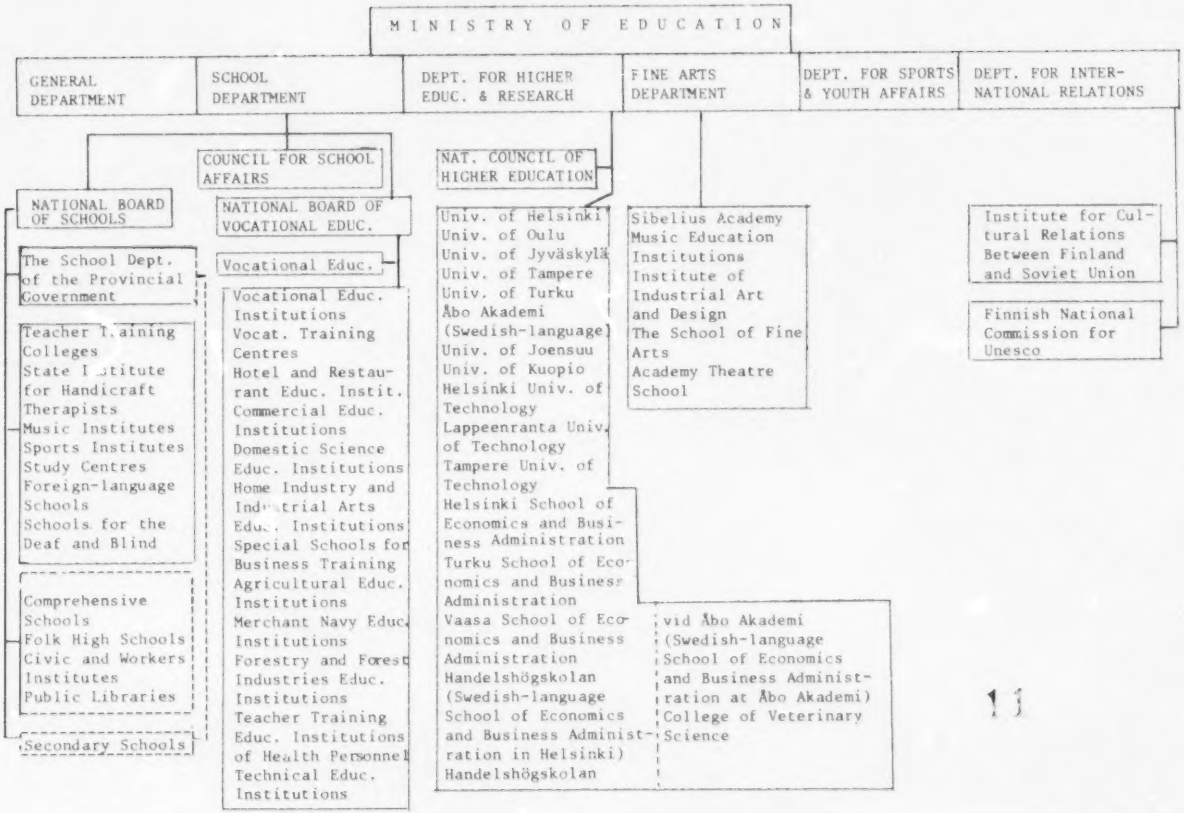


Figure 2

THE ADMINISTRATION OF THE SCHOOL SYSTEM IN FINLAND


MINISTRY OF EDUCATION
GENERAL DEPARTMENT
SCHOOL DEPARTMENT
DEPT. FOR HIGHER EDUC. & RESEARCH
FINE ARTS DEPARTMENT
DEPT. FOR SPORTS & YOUTH AFFAIRS
DEPT. FOR INTERNATIONAL RELATIONS
COUNCIL FOR SCHOOL AFFAIRS
NAT. COUNCIL OF HIGHER EDUCATION
NATIONAL BOARD OF SCHOOLS
NATIONAL BOARD OF VOCATIONAL EDUC.
The School Dept. of the Provincial Government
Vocational Educ.
Teacher Training Colleges
State Institute for Handicraft Therapists
Music Institutes
Sports Institutes
Study Centres
Foreign-language Schools
Schools for the Deaf and Blind
Vocational Educ. Institutions
Vocat. Training Centres
Hotel and Restaurant Educ. Instit.
Commercial Educ. Institutions
Domestic Science Educ. Institutions
Home Industry and Industrial Arts Educ. Institutions
Special Schools for Business Training
Agricultural Educ. Institutions
Merchant Navy Educ. Institutions
Forestry and Forest Industries Educ. Institutions
Teacher Training Educ. Institutions of Health Personnel
Technical Educ. Institutions
Univ. of Helsinki
Univ. of Oulu
Univ. of Jyväskylä
Univ. of Tampere
Univ. of Turku
Åbo Akademi (Swedish-language)
Univ. of Joensuu
Univ. of Kuopio
Helsinki Univ. of Technology
Lappeenranta Univ. of Technology
Tampere Univ. of Technology
Helsinki School of Economics and Business Administration
Turku School of Economics and Business Administration
Vaasa School of Economics and Business Administration
Handelshögskolan (Swedish-language School of Economics and Business Administration in Helsinki)
Handelshögskolan vid Åbo Akademi (Swedish-language School of Economics and Business Administration at Åbo Akademi)
College of Veterinary Science
Sibelius Academy
Music Education Institutions
Institute of Industrial Art and Design
The School of Fine Arts
Academy Theatre School
Institute for Cultural Relations Between Finland and Soviet Union
Finnish National Commission for Unesco
Comprehensive Schools
Folk High Schools
Civic and Workers Institutes
Public Libraries
Secondary Schools

tional institutions are under the direct control of the National Board of Vocational Education.

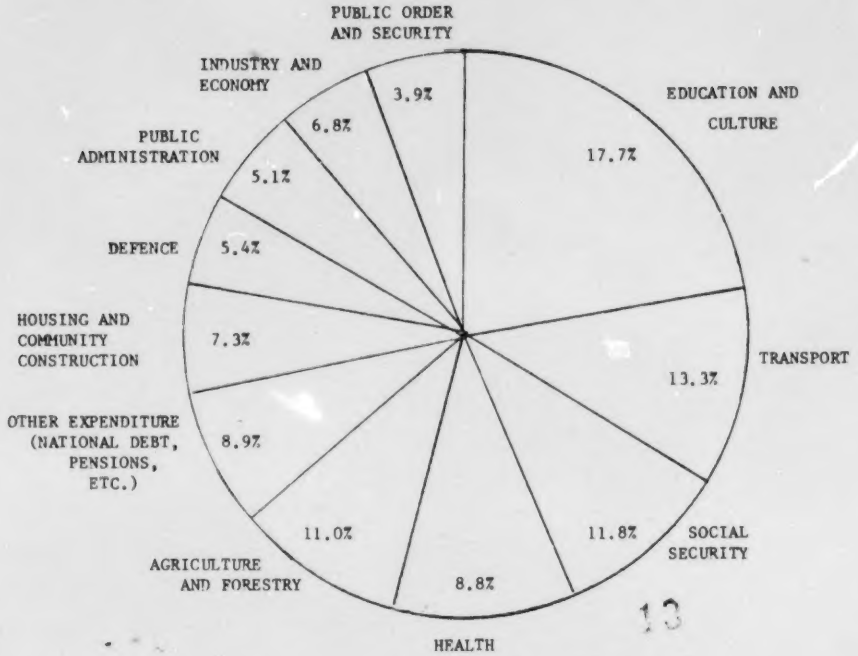
At the local level, decision-making body is the municipal (town) council. The responsibility to put forward proposals and implement decisions lies with the municipal administrative authorities and the municipal education board. The management of a local educational system is vested in the school board. The headmaster (rector) has overall responsibility for the direct management of a school. The role and tasks of the school board vary according to school. The structure of the administrative organization is shown in greater detail in Figures 1 and 2.

The Ministry of Education is responsible for the preparation of legislation and for the drafting and implementation of decisions taken by the Council of State and the Ministry. The National Board of Schools and the National Board of Vocational Education are responsible for executive administration and overall planning in the educational fields within their purview. Some of the State's administrative responsibilities in the area of general education have been delegated to the Provincial Governments which are also responsible for the regional planning of general education and, to some extent, of vocational education. Local administration and planning are the responsibility of the municipal authorities. State planning for education is based on the five-year plan system, subject to annual revision. The five-year plans are drawn up by the Ministry of Education, the National Board of Schools, and the National Board of Vocational Education. Decisions on the extent to which a five-year plan can be implemented are taken annually in connection with the preparation and approval of the State budget.

The funding of educational institutions is undertaken by the State, municipal or private sources. The comprehensive schools are municipal institutions of which 80 % of the recurrent costs

Figure 3

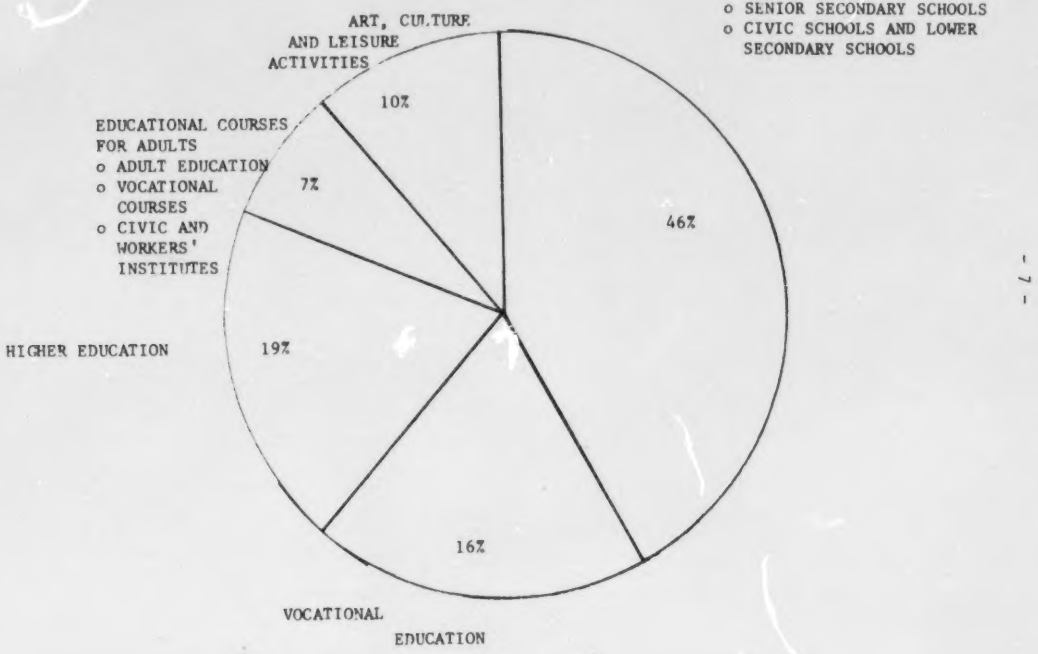
STATE BUDGET 1976



13

Figure 4

ALLOCATION OF FUNDS FOR EDUCATION AND CULTURE 1976



- 7 -

are paid by the State. The senior secondary schools have been brought within the municipal educational system, and about 85 % of their recurrent costs are covered by the State. The State owns about 30 % of the vocational education institutions, about 48 % belong to municipalities or federations of municipalities, while about 22 % are private. The State covers about 75 % of the recurrent costs of the vocational institutions. In recent years about 17 % of the State budget has been allocated to education and culture (1974 17,4 %, 1975 17,7 %, 1976 17,7 %). Figure 3 shows the distribution of government money in the 1976 budget and Figure 4 the distribution of the funds granted to the Ministry of Education in the same year.

1.3. Structure and organization

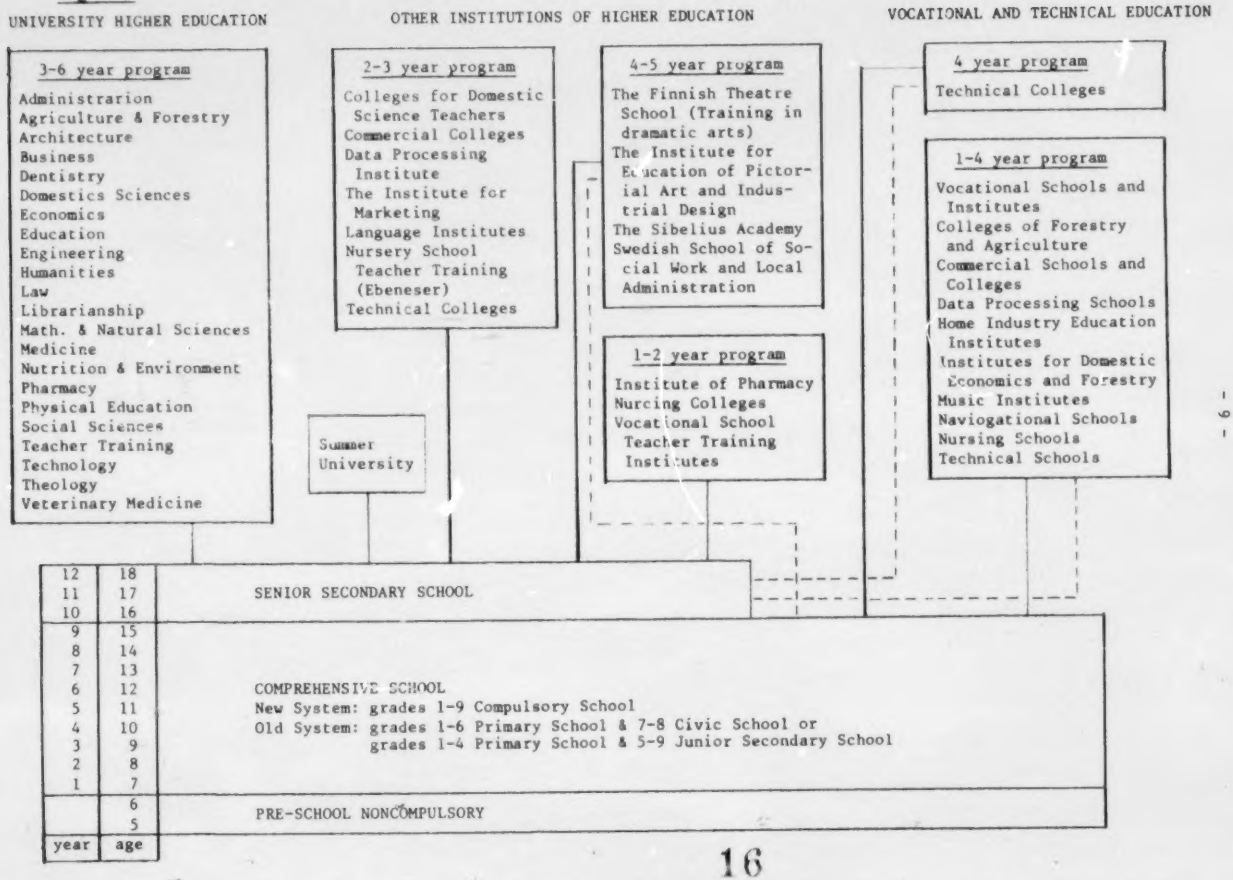
Figure 5 provides a broad outline of the structure of the Finnish educational system before and after the implementation of the nine-year comprehensive school system. The new school system covers the whole country at the beginning of the 1977-78 school year. About 85 % of the children of the relevant age-groups were already attending comprehensive schools in the 1976-77 school year.

In the new school system, the comprehensive school replaces the eight-year combined junior and primary school (kansakoulu) and the five-year junior secondary school (keskikoulu). The new comprehensive school is divided into a six-year lower level and a three-year upper level. The courses taught in the three-year senior secondary schools and the vocational institutions are integrated with those of the comprehensive school.

Vocational institutions are either vocational schools, providing training in skilled manual work, or vocational institutes, which prepare students mainly for managerial tasks and planning. The vocational institutions offer some 650 different courses. A course at a vocational school usually lasts about two years, al-

Figure 5

CHART OF THE FINNISH EDUCATIONAL SYSTEM



though there are also one- and three-year courses. Vocational institute courses usually last three of four years.

In 1976, the lower level comprehensive education was provided by about 4 100 schools and the upper level by some 600 schools. In the same year, the number of upper secondary schools was about 460 and the number of vocational education institutions about 600. In 1976, the number of students in the comprehensive schools was about 660 000, in senior secondary schools 95 000, and in vocational education institutions 130 000.

If the number of eligible students exceeds the number of places in the senior secondary schools and the vocational institutions, entrance examinations are usually held. Senior secondary school pupils take the national matriculation examination at the end of their studies. Comparable examinations are not taken by pupils in the vocational institutions, qualifications acquired in the vocational institutions are based entirely on the training received at the relevant institution.

In the comprehensive school, the upper secondary school, and most vocational institutions the school year runs from mid August to the end of May. In agricultural training institutions it usually begins in the middle of October and finishes at the end of April, technical institutions (institute-level) have a school year from the beginning of September to the end of April, while in some domestic science institutions the school year coincides with the calendar year. Institutions for health and welfare education enrol new students twice a year; in August and in January.

1.4. Curricula

The subjects taught in the comprehensive school are laid down in law and the teaching periods allocated to each of them have been designated by decree. The current distribution of teaching

periods, decreed in 1975, is shown in Table 1. The comprehensive school curriculum was drawn up by a committee appointed by the Council of State. The general curriculum and the officially decreed allocation of teaching periods make up a national framework within which the municipal authorities prepare, subject to the approval of the provincial school authorities, the individual curricula for the comprehensive schools in their area.

The allocation of teaching periods of the state-run upper secondary schools is confirmed by statute and is generally followed, subject to the approval of the National Board of Schools, by the municipal and private senior secondary schools. The curricula of the subjects taught in the senior secondary schools, which are also subject to approval by the National Board of Schools, are drawn up by committees, working groups, and government officials under the direction of the Ministry of Education or the National Board of Schools.

The curricula of vocational education institutions, which have to be approved by the National Board of Vocational Education, are drawn up by the Board and the institutions. In most cases representatives of employers' and workers' organizations also participate in the planning of courses.

TABLE 1. Instruction given in the comprehensive school and the number of hours per five-day week

Subject	Grades I	II	III	IV	V	VI	VII	VIII	IX
1. Compulsory subjects									
Religion	2	2	2	2	1	1	1	1	1
Environment studies	3	2	1	1	-	-	-	-	-
Finnish or Swedish[1)]	8	8	5	5	5	5	3	3	3
1st language (usually second national language or English)	-	-	2	2	2	2	2	3	3
2nd language (usually the other of the previous alternatives)	-	-	-	-	-	-	3	3	3
History, social studies	-	-	-	-	2	2	2	2	2
Civics and citizenship	-	-	-	-	1	1	1	1	-
Mathematics	3	4	3	3	4	4	3	3	4
Physics, chemistry	-	-	-	-	-	-	2	2	3
Natural history, geography	-	-	3	3	3	3	2	2	3
Physical education			3	3	3	3	2	2	2
Music	3	3	3	3	3	3	1	1	1[2)]
Art	1	1					1	2	
Handicraft	1	1	2	2	2	2	3	-	-
Domestic science	-	-	-	-	-	-	3	-	-
2. Counselling	-	-	1	1	-	-	1	1	1
Total	21	21	25	25	26	26	30	26	26
3. Optional subjects									
Technical or textile work							-	2 or 4	2 or 4
Domestic science							-	2	2
Commercial subjects							-	2	2
Agriculture, forestry, gardening							-	2	2
3rd language							-	2	2
4. Maximum number of lessons per pupil							30	30	30

1) In schools where Swedish is the principal language of instruction, Swedish.

2) Choice of either art or music in grade IX.

2. HIGHER EDUCATION

2.1. General principles

Finland has 17 universities and other institutions of higher education with the right to award the degree of doctor. With two exceptions, all these institutions are in the public sector and all are directly subordinate to the Ministry of Education. Other institutions of higher education include the Institute of Industrial Art and Design, the Sibelius Academy, four language institutes, and the Swedish School of Social Sciences and Local Administration.

The education policy of the universities and institutions of higher education with university status is laid down in legislation concerning the development of higher education for the years 1967-81. This legislation provides for the expansion of student numbers and sets minimum targets for increases in the teaching capacity and facilities of the various institutions of higher education.

A major reform of both higher and secondary education is currently taking place. On 19 December 1974, the Council of State approved a policy document stating that the first degrees of institutions of higher education and the courses leading to them should be drawn up according to the following criteria:

a) The goals, structure and content of degrees will be based on general social and educational principles. Education leading to a degree will be directed to some occupational sector of society.

b) Degrees will be broadened in scope to increase opportunities of employment. Hence emphasis will be placed on the general theoretical and methodological skills in the principal disciplines related to the occupational sector and on knowledge about the working of society. Teaching should

be given in conditions that allow the student to apply and benefit from knowledge and to acquire specific functional abilities.

c) The main criteria for the selection and organization of educational content are the problems relating to social development and the requirement for theoretical and practical disciplines to be brought closely together in analysing these problems. This also presumes that teaching and study are closely tied to research and that problems should be approached from the perspective of many disciplines.

d) According to the Council of the State's decision of principle on the development of secondary education, issued on 30 May 1974, education planning should take into consideration the fact that an increasing number of students will enter institutions of higher education from vocational education establishments. In line with the above mentioned principles, students must receive credit for the examinations and studies completed in such establishments and for work experience.

e) Degree content will be planned as educational programmes, comprising goal-oriented courses of studies planned and produced jointly by the educational units of each institution of higher education. A degree course will be made up of general education (i.e. foundation courses), subject studies and specialist courses. Each student must have the opportunity to select the subject matter of his studies within the framework of both the general area of studies and the scientific and occupational goals of the study programmes.

f) First degrees will be of equal level or 'status' irrespective of discipline. Education will be planned according to the goals of the degree, so that the degree can in general be obtained after four years of full-time study. The lower

first degree examinations will be phased out.

Admission to higher education

Most students apply for admission to institutions of higher education at the age of 18-19. All those who have passed the matriculation examination (taken after 12 years of general education) are generally qualified for entry to universities and other institutions of higher education; efforts are also being made to increase the proportion of students seeking admission to higher education on completion of vocational courses (i.e. those who have studied at secondary vocational institutes in various fields, including technology, commerce and public health). The Ministry of Education has recommended that a quota of 5-10 % of places for first-year students in institutions of higher education should be reserved for students who have received vocational training. Men and women students have equal opportunities for higher education and some 50 % of students in higher education are women. In the fields of technology and science the proportion of men is greater, whereas in some other fields, such as the humanities, women are in the majority.

The number of student places in higher education has been the subject of legislation. Minimum targets for registration in each major area of study were stipulated in legislation relating to the development of higher education for the years 1967-81. This legislation also sets minimum targets for increases on teaching capacity and facilities (also on the basis of the major areas of study).

At present about 12 000 places in higher education are available annually to new students, 16 % of the average age group. Most students entering institutions of higher education are senior secondary school-leavers who have passed the matriculation examination. In 1975, about 3 % of new students in higher education entered university on completion of vocational courses (i.e. those who had studied at vocational institutions). The aim is to

increase the number of students taking vocational courses and to reduce the proportion of those of senior secondary schools accordingly. At present, there are enough first year places in higher education for only half of the number of students who pass the matriculation examination. Entrance examinations for universities and other institutions are usually held in June and July. Performance in the entrance examination and the marks obtained in previous examinations are the main criteria in deciding whether a student is admitted to an institution of higher education. Table 2 shows the distribution in 1975 of students in various types of further education according to level of secondary education.

TABLE 2. The distribution in 1975 of students in various types of further education institutions

Institution type	Students who have passed the matriculation examination	Others	Total
Institutions of higher education	12 300	400	12 700
Vocational Institutions	10 800	12 000	22 800
Vocational Schools	3 400	37 900	41 300
Total	26 500	50 300	76 800

Institutions of higher education charge no tuition fees. The student must, however, meet a large part of the cost of course materials and most of his living expenses. On the other hand, some financial support is provided by the State in the form of an interest subsidy on study-loans, by subsidies for student refectories, and by allowing students to benefit from housing assistance schemes and the health services on a non-contributory basis. Nevertheless, the student faces considerable problems in meeting the cost of study, because the maximum study-loan (fixed annually) does not at present cover the full cost of study and mainten-

ance and because the banks have recently reduced considerably the availability of loans.

2.2. Administration

The administration of higher education follows, in the main, the general principles of State administration. Legislation and allocation of funds are decided by Parliament. Decrees concerning institutions of higher education have to receive presidential assent. The Council of State and the Ministry of Education are responsible for the general administration of institutions of higher education, except in those matters designated as the special responsibilities of the institutions themselves. The charters granted to each institution of higher education, and any subsequent legislation, set out the tasks of the institution, the posts and qualifications required for each post, the administrative units and their areas of responsibility, the faculties, departments, and separate institutes, the diplomas and degrees for which courses can be taught, entrance qualifications, and financial management.

Finnish institutions of higher education are subordinate to the Ministry of Education. The central body responsible for university administration in the Ministry of Education is the Department of Higher Education and Research, which consists of the following six sections:

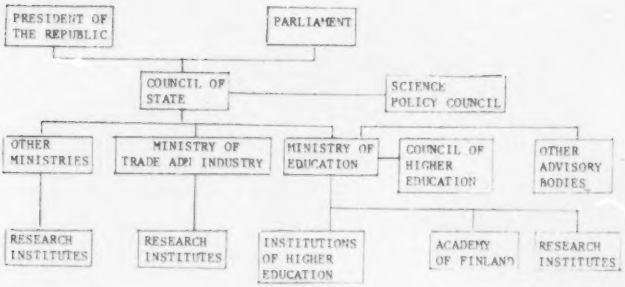
1) Administration
2) Higher Education
3) Research
4) Construction
5) Higher Education and Research Planning
6) Teacher Training.

A permanent standing committee of experts and special temporary committees advise the Ministry of Education on the development

of higher education. The National Council for Higher Education, set up in 1966, advises the Ministry on major questions concerning the planning and development of higher education. The Council is divided into various sections for preliminary work. The Council of State and the Ministries are advised by the Science Policy Council on important questions pertaining to the promotion of research and education. The Teacher Training Council acts as an expert advisory body on questions concerning the development of teacher training. The organization of higher education and research administration can be seen from Figures 2 and 6.

Figure 6

THE ADMINISTRATION OF HIGHER EDUCATION AND RESEARCH



Internal administration of universities

Traditional procedures of university administration have been developed gradually over the past few years to allow not only full professors but also other teachers to take part in administration. Administrative reforms have also attempted to make the whole process of decision-making more effective.

The necessary legislation has already been passed for the implementation of new administrative procedures in eight institutions of higher education.

The new administrative system gives responsibility for the internal administration of a university to the University Council, the Administrative Council, the Rector, the Administrative Office, the Faculty or Institute Councils and the Department Councils (see Figure 7).

In institutions where the new system has been implemented, the administrative bodies are composed on the basis of the so-called tripartite-quota principle, i.e. one third of the members of administrative bodies are professors or assistant professors, one third other teachers, research fellows and additional staff members, and one third students. Students have thus the right to participate in and to influence decision-making in all the administrative bodies of the university.

The University Council handles matters fundamental to the institution as a whole. These include proposals for laws and decrees concerning the institution management, and matters of finance and proposals for the annual budget.

The Administrative Council, appointed by the University Council, is responsible for the general administration of the institution. The Chairman of the Administrative Council is the Rector.

The Administrative Office, a body consisting of permanent administrators, prepares matters for consideration by the administrative bodies and carries out decisions taken by them.

Major questions of teaching and study are handled by lower administrative bodies, i.e. Faculty and Department Councils. The Faculty Councils are responsible for the degrees that come within their purview and for any changes in those degrees; they have to approve syllabus proposals put forward by Department Councils,

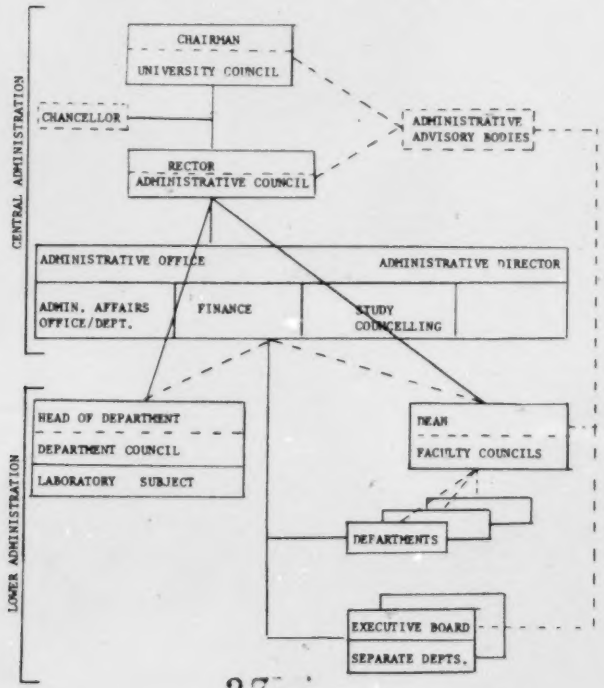
supervise and approve the admission of students, and take responsibility for the general organization of entrance examinations.

The Faculty Councils also propose candidates for appointment to the posts of professor and assistant professor.

The Department is the basic unit of administration in teaching and research in one or more areas of study and the Department Council is responsible for practical matters related to the organization of teaching and research. The Department Council appoints examiners for the first degree and equivalent studies and is responsible for the class of the degree awarded.

Figure 7

THE INTERNAL ADMINISTRATION IN MOST INSTITUTIONS OF HIGHER EDUCATION



Financing of higher education

Universities and other institutions of higher education are, with two exceptions, within the public sector. Moreover, state grants to private institutions of higher education comprises more than 90 % of their expenditure. Budgets of institutions of higher education are decided annually as part of the State budget. Institutions submit their budget proposals in two parts: recurrent and non-recurrent expenditure. On the basis of these proposals the Ministry of Education draws up its own proposal for submission to the Ministry of Finance. After further scrutiny in conjunction with the Ministry of Education, the Ministry of Finance refers the budget to the Council of State, which makes its own proposal for inclusion in the State budget and submission to Parliament. The funds approved by Parliament are finally confirmed by the President of the Republic. Budgets of institutions of higher education are usually divided into sections covering salaries, new posts, running costs of premises, repair of buildings, automatic data processing, library resources, chargeable services, acquisition of equipment and furniture, construction and planning, and the acquisition of research and teaching equipment.

The funds allocated for higher education in the State budgets for the years 1974-76, and their proportion as a percentage of the State budget as a whole are shown in Table 3.

TABLE 3. Funds allocated to universities and other institutions of higher education in the State budgets for the years 1974-76 (in millions of Finn marks)

Year	Universities and other institutions of higher education	Total state budget	Percentage of funds allocated to universities and other institutions of higher education
1974	558	17 202	3.2 %
1975	756	21 734	3.5 %
1976	898	29 009	3.1 %

2.3. Structure and organization

The institutions of higher education, their student number (in the autumn semester, 1976), and the fields in which teaching is provided are as follows:

University of Helsinki (founded 1640 as Åbo Academy, transferred to Helsinki in 1828)
- number of students: 20 634
- Faculties: Theology, Law, Medicine, Humanities, Social Sciences, Agriculture and Forestry, Education (including a teacher training unit)

University of Turku (founded 1920)
- number of students: 8 824
- Faculties: Law, Medicine, Humanities, Mathematics and Science, Social Sciences, Education (including the Turku and Rauma teacher training units)

Åbo Academy (founded 1918)
- number of students: 3 217
- Faculties: Theology, Humanities, Science, Social Sciences, Chemistry and Technology, Education (including the Vaasa teacher training unit)

University of Oulu (founded 1959)
- number of students: 7 004
- Faculties: Medicine, Humanities, Science, Technology, Education (including the Kajaani and Rovaniemi teacher training units)

University of Tampere (granted university status 1966)
- number of students: 6 592
- Faculties: Medicine, Humanities, Social Sciences, Economics and Administration, Education (including the Hämeenlinna teacher training unit)

University of Jyväskylä (granted university status 1966)
- number of students: 6 071
- Faculties: Humanities, Mathematics and Science, Social Sciences, Physical and Health Education, Education (including a teacher training unit)

Helsinki University of Technology (founded 1908)
- number of students: 6 473

College of Veterinary Science (founded 1945)
- number of students: 224

Helsinki School of Economics (founded 1911)
- number of students: 4 390

Helsinki Swedish-language School of Economics (founded 1927)
- number of students: 1 638

Turku School of Economics (founded 1950)
- number of students: 1 268

Swedish-language School of Economics at Åbo Academy (founded 1927)
- number of students: 648

Vaasa School of Economics (founded 1966)
- number of students: 926

Lappeenranta University of Technology (founded 1966)
- number of students: 567

Tampere University of Technology (founded 1972)
- number of students: 1 966

University of Kuopio (founded 1966)
- number of students: 878
- Faculties: Medicine, Science

University of Joensuu (founded 1966)

- number of students: 2 205
- Faculties: Humanities, Mathematics and Science, Education (including the Joensuu and Savonlinna teacher training units)

The total number of students currently receiving higher education is approximately 73 700. 59 % of the students are enrolled in faculties of humanities, social sciences, education, economics, law, and theology, 20 % in faculties of mathematics and science, 14 % are studying technological subjects, and 7 % medicine.

Institutions of higher education offer the following qualifications: the lower first degree, the higher first degree (the so-called 'basic degree'), the licentiate and the doctorate. Current plans for the reform of the degree system propose that the lower first degree should be phased out and that students should be able to proceed to a doctorate without first taking the licentiate.

At present, courses at institutions of higher education lead to the following diplomas and degrees:

Lower first degrees or equivalent	Average length of study
Lower first degree in	years
- agriculture (agronomi)	6,0
- dentistry (hammaslääket.kand.)	2,1
- economics (ekonomi)	3,5
- forestry (metsänhoitaja)	4,3
- the humanities (hum.kand.)	4,8
- law	2,8
- medicine (lääket.kand.)	2,2
- physical education (liikuntakasv.kand.)	3,3
- mathematics and science (luonn.kand.)	5,1
- veterinary science (eläinlääket.kand.)	2,1

	years
Academic secretarial diploma	4.3
Accountant	3.6
Comprehensive school class teacher	3
Comprehensive school special teacher	1-1.5
Diploma in business correspondence	3.6
Diploma in drama	5.7
Diploma of librarianship	1.8
Studies counsellor	1

Higher first degree or equivalent

Higher first degree in	
- agriculture and forestry (maat.-metsät.kand.)	6.0
- domestic science as special field	6.3
- nutrition and environment as special field	6.4
- dentistry (hammaslääket.lis.)	5.0
- economics (kauppat.kand.)	6.0
- the humanities (fil.kand.)	7.5
- law (oik.kand.)	5.3
- mathematics and science (fil.kand.)	6.6
- medicine (lääket.lis.)	6.2
- physical education (liikuntatiet.kand.)	5.4
- social sciences (fil.kand.)	5.7
- veterinary science (eläinlääket.lis.)	6.2
First degree in	
- administration studies (hallintotiet.kand.)	5.9
- architecture (arkkitehti)	7.5
- national and political economics (taloustiet.kand.)	6.1
- education (kasvatustiet.kand.)	5.9
- engineering (diplomi-insinööri)	5.9
- pharmacy (proviisori)	6.9
- political sciences (valt.kand.)	6.5
- social sciences (yht.kand.)	5.7
- theology (teol.kand.)	6.1

2.4. Curricula

The present lower first degrees and qualifications are usually taken after three and a half years of study. A further one and half to four years of study, including the submission of a thesis, are required to obtain the higher first degree, the so-called basic degree and corresponding to the qualification obtained in some countries on passing the final examination. The so-called lower first degrees will, however, be phased out as a result of the reforms. First degrees will be awarded on completion of the required period of fulltime study, normally lasting 160 weeks. The period of study is divided into three phases: general studies, subject studies, and specialist studies.

The general principles and aims in higher education are laid down by the central administration, while the institutions of higher education are responsible for the planning of educational content. Degrees and their content are determined by the charters granted to each institution of higher education and are laid down in the institution's degree regulations as confirmed by the Ministry of Education.

In the reformed educational system degrees are based on target-oriented comprehensive courses called study programmes. The various teaching units in each institution co-operate in planning and producing study programmes. The courses leading to 14 first degrees will follow the lines listed below:

1 Basic degree in the humanities
- study programme in linguistics and the use of languages, including teacher training
- study programme in history, including teacher training
- study programme in cultural work

2 Basic degree in theology
- study programme in the general congregational work of the church
- study programme in church social, clinical, and pas-

toral work
- study programme in work and information between Churches and nations
- study programme in the teaching of religion in schools

3 Basic degree in education
- study programme for class teachers
- study programmes for teachers of certain subjects
- study programmes in other specialized subjects (training of studies counselors, specialist teachers, administration and planning personnel)

4 Basic degree in physical education

5 Basic degree in social sciences
- study programme in social economics
- study programme relating to the political system and administration
- study programme in psychological services
- study programme relating to communication studies (including training in information services, librarianship, and systems analysis)
- study programme in social work
- study programme in the administration and planning of health care
- other study programmes relating to social planning

6 Basic degree in economics
- study programme in business and staff administration
- study programme in distribution economics and international affairs
- study programme in socio-economic affairs

7 Basic degree in law

8 Basic degree in science
- study programme in mathematics and data processing, including teacher training
- study programme in physics, including teacher training
- study programme in chemistry, including teacher training
- study programme in biology, including teacher training
- study programme in area planning, including geography

teacher training
- study programme in geology

9 Basic degree in pharmacy

10 Basic degree in agriculture and forestry
- study programme in agriculture
- study programme in forestry
- study programme in hydrology
- study programme in dietary studies
- study programme in domestic science

11 Basic degree in technology
- study programme in architecture
- study programme machine technology
- study programme in process technology
- study programme in construction and community technology
- study programme in electronics and energy technology

12 Basic degree in veterinary science

13 Basic degree in dentistry

14 Basic degree in medicine

General studies (about a quarter of the total period of study) are to some extent the same for all students in a given area of study. The teaching provided at this level aims to give the student an idea of the relationship between various areas of knowledge and society as well as of the vocational relevance and historical background of the specific field of study. The most important aim is to give the student a basic scientific understanding of the factors that make up present-day society. General studies also provide the information and skills required during the later stages of study. Through the subject-oriented studies, which comprise about half the total time of study, the student receives the intellectual training necessary to the investigation and solution of problems. Instruction is given in the basic concepts, theory and methods of the appropriate area of study. The student also acquires the basic training needed to apply his skills and training after graduation. During the period of specialist studies, which occupy about a quarter of

the total time of study, the student concentrates on research and develops the ability to identify and solve problems independently. Maximum use is made of group and project work; special attention is given to inter-disciplinary approaches to problems and to ways in which the results of study and research in various fields can be applied both in theoretical and practical work. Within the framework of the study programme the student has a range of options which allow him to follow and develop individual interests.

3. TEACHER TRAINING

The education of the comprehensive school teachers takes place in the teacher education units which are faculties or departments of universities. Six of the teacher education units provide teacher training in the Finnish language, i.e. those in Helsinki, Joensuu, Jyväskylä, Oulu, Tampere and Turku; and there is one Swedish-language unit located in Vaasa. The completion of the comprehensive school class teacher training (curriculum teachers for the age groups of 7-12) requires three years of studies, and includes subject studies and general pedagogical studies. The comprehensive school subject teachers (age group of 13-15) are required to have the lower candidate degree from a university in the subjects which they are going to teach, and they are also required to pursue pedagogical studies in a teacher education unit either concurrently with or after having completed their subject studies. An adequate number of practice schools, subordinate to the teacher education units, have been established for the prospective teachers' practice teaching and research purposes.

The senior secondary school teachers (age groups of 16-19) are further required to pursue pedagogical studies for one year in the practice schools.

Colleges for domestic science teachers train teachers in home economics. The courses in said institutes last four and a half years.

The regulations governing the competency of vocational institution teachers are diverse. Formerly, stress was laid on the theoretical and practical mastery of the trade in question, but recently attention has begun to be directed more to educational training. Generally, one year of teacher training is required in addition to vocational education. Vocational school teacher training institutes prepare teachers for positions in vocational

schools by giving methodological courses.

The 3-year College for home industry teachers train teachers for this specific subject.

4. OTHER FORMS OF FORMAL EDUCATION

Voluntary popular education, which administratively belongs to the sphere of adult education, forms an integral part of the educational system of Finland. It is directed and controlled by the National Board of Schools and is entitled to regular state subsidy.

Besides library services and various forms of voluntary adult education, there are the following main types of institutions:

- the 1-3 year "folk high schools", which are residential, non-compulsory schools giving all-round, character-developing education;

- the civic or workers' institutes, part-time educational establishments for which the minimum age of entry is 16. They offer a varied programme of public lectures and evening courses (both theoretical and practical) not leading to any certificate or any particular kind of employment.

II

DEVELOPMENT OF EDUCATION IN 1974-1976

An extensive reform of the system of education in currently under way in Finland. The implementation of the administration and organization of the 9-year comprehensive school will be completed by the end of 1977. The whole field of secondary education - the senior secondary school and vocational education - is subject to national planning in respect both of the structure of examinations and curricula. Reform of degrees, which will apply to all institutions of higher education and all fields of study, is also in hand and it is planned to introduce the new degrees in 1977-78. One of the most important aims of the reforms is to provide a smooth transition from secondary to higher education both administratively and educationally. At the same time, a committee set up by the Ministry of Education is drawing up plans for the dimensioning and integration of post-comprehensive education (secondary and higher education) over the years 1979-83.

1. GENERAL AND VOCATIONAL EDUCATION

1.1. Developments in policy

In order to integrate the various levels and courses of education and to make the transition smoother instruction in the comprehensive education has been made more uniform. Simultaneously vocational education has been promoted.

Unification of the instruction in the comprehensive school

The original division of teaching hours for pupils in the upper section of the comprehensive school (grades 7-9) allocated 5-8 hours per week to optional subjects (out of the weekly total of 28-32 hours per pupil). Depending on the school, the number of optional subjects varied from eight to sixteen. The choice of optional subjects, streaming and division into groups for certain other subjects meant that teaching for pupils in these grades became fragmented and that a class came together as a com-

plete social group for only a few lessons. A further criticism was that pupils had to choose their optional subjects in the sixth grade, before they had any firsthand experience of the upper section of the school. It was for these reasons that the Council of State issued a decision of principle in 1975 which revised the system of teaching in the upper grades of the comprehensive school in order to make instruction more uniform, to reduce the number of groups, and to rationalize day-to-day routine. The important changes were the following:

1) the proportion of subjects studied by all pupils was increased;
2) optional subjects were no longer offered in the seventh grade of the comprehensive school;
3) wood work, metal work, machine technology, and electronics were brought together as a single subject called Technical work; similarly, the subjects of commerce, bookkeeping, and typing were brought together as Commercial subjects;
4) the general and intermediate courses for the second foreign language were made up of an equal number of teaching hours.

One of the most difficult problems connected with the curriculum of the comprehensive school is the specialization of courses in the same subjects at its upper level. When the syllabus was compiled in 1970 it was considered necessary to teach several subjects in varying scope and depth. The choice of course lies with pupils and their family, the school having only a consultative function. Although the choice is made before entry to the seventh grade, it can be changed later. Originally optional courses have been offered in the following subjects: mathematics and the first foreign language (three courses - general, intermediate and advanced) physics and the second foreign language (two courses - short and long). In physics and the second foreign language the courses also differ in the number of teaching hours. The choice of the course is important if the pupil wishes to continue his studies, as the minimum entrance qualifications for the senior secondary school include intermedi-

ate courses in the first foreign language and mathematics and the long course in the second foreign language.

Although all courses include a common basic content, it is necessary to prepare different teaching materials for each course.

Follow-up studies show that the provision of different courses in the same subject is not entirely satisfactory. Pupils do not make a balanced choice of short and long courses. Those who take a major course in one subject tend to choose the most demanding courses in all their optional subjects, while others select only the shortest courses. Thus there is a risk o different streams forming within the comprehensive system, a development contrary to its principles. There are significant differences in the level of achievement on different courses: in particular the achievement of those taking the shortest courses is noticeably low. This may be the result of the course option method itself, for pupils on the shortest courses tend to be deprived of the motivation which would otherwise come from their more enthusiastic fellow pupils, were they members of the same group. The restrictions on further studies faced by pupils who take the shortest courses are considered unfair.

The course option in physics was ended in 1974. Successful laboratory work still requires the division of pupils into small groups, but each group takes the same course. The Council of State's decision of principle issued in 1974 on the reform of secondary education stated that comprehensive education should provide every pupil with the necessary qualifications to continue his secondary education either in a senior secondary school or a vocational education institution. A committee was set up in autumn 1974 by the Ministry of Education to make recommendations on the implementation of this policy. In its report, completed in 1975, the committee proposed that the streaming of courses in mathematics and the first and the second foreign language should be phased out and that instruction should be given

in mixed-ability groups. The committee considered, however, that this kind of teaching would only be successful if the class was divided into two equal-sized groups for these subjects. The expert comment and advice invited by the Ministry of Education on the committee's recommendations have been generally favourable. The Ministry has not yet decided what action to take on the proposal.

The new curriculum for the senior secondary school was approved in spring 1975. The most significant change, compared to the old scheme, was a greater flexibility in course content. Since 1969, the curriculum of the senior secondary school had been based on separate courses with the main emphasis either on languages, a combination of science, history, psychology, and other humanities, or mathematics. The compulsory subjects in the new curriculum are the mother tongue, the first foreign language, the second national language (i.e. Swedish or Finnish), the second foreign language, mathematics (short or long course), geography (for those taking the short course in mathematics), biology, history and social studies, religion, physical and health education, and art or music. The optional subjects are a third foreign language, physics, chemistry (long or short course), psychology and philosophy, geography (for those taking the long course in mathematics), and art or music.

Promotion of vocational education

Projections show that, as a result of the currently falling birth rate, the places available for students in higher education and vocational institutions in 1975 will be enough to accommodate some 95 % of each age group at the end of the 1980s. The means chosen to avoid creating a long-term surplus capacity in higher education was the temporary expansion of vocational education to cover the period during which the number of applicants would exceed the number of permanent first-year places. The necessary legislation was drawn up in 1976.

The Council of State made the above mentioned decision on the development of secondary education in spring 1974. The decision stated that, while the highest priority should still be given to the requirements, permanent and changing, of employment developments, the aim should be to make vocational education a route to higher education competitive with that provided by the senior secondary school. The developments in comprehensive education outlined above are designed to bring this about: the first year, the so-called general phase, of vocational education will follow broad basic lines of study and the pupil will decide only at the end of that year which of the more specialized courses to enter - the more practically of the more academically oriented courses; the senior secondary school is to be reorganized so that the first year forms a period of general studies after which pupils may either continue in the senior secondary school or transfer to vocational education. The decision also lays down that a sufficient quota of student places in institutions of higher education should be earmarked primarily for students who have attended vocational schools.

In autumn 1974, as a result of the decision of principle, the Ministry of Education set up fourteen committees to make recommendations on the reform of the curricula of the senior secondary school and vocational education institutions. The reports of the committees will be completed in 1977.

1.2. New legislative measures

The decree on the comprehensive school has been revised and a new decree issued on the curriculum of the senior secondary school.

The following legislation relating to vocational education institutions has a more general significance with respect to the educational system as a whole:

1) The Law on the Institution Councils of the General Vocational Schools, passed in autumn 1974, introduced into the vocational schools a system of school democracy corresponding to that created by the School Councils in secondary schools. The councils are joint elective bodies of teachers and students. The councils deal with matters concerning the planning and organization of school work.

2) The Law on the Promotion of Vocational Education in Underdeveloped Areas, passed in summer 1975, aims to ensure the development and expansion of vocational education in underdeveloped regions, especially in northern and eastern Finland. As a result of the Act, the Council of State decided in spring 1976 that free accommodation and transport should be provided for pupils at vocational education institutions in underdeveloped areas.

3) In order to promote the temporary expansion of vocational education, a Law was passed in spring 1976 on State Aid and Subsidies to certain vocational education institutions and on temporary changes to the Law on State-subsidized study loans; a decree was also issued on temporary provisions concerning basic vocational education in State vocational education institutions and the Council of State granted powers for certain temporary provisions concerning vocational education.

4) In connection with the above acts on the promotion of vocational education in underdeveloped areas and the temporary expansion of vocational education, the Council of State approved in spring 1976 a provisional scheme for the promotion of vocational education in underdeveloped areas. The scheme set up targets for the creation of permanent and temporary first-year places in underdeveloped areas in 1976-79, defining the subjects and level of study and the provinces for which the places were required.

1.3. Administration and finance

No changes have taken place in the system of educational administration or planning during the period under discussion.

The funding of vocational education was the subject of an Act passed in autumn 1975 on State Allowances to certain vocational education institutions and State-subsidized study loans. This legislation aims to bring together the State subsidy regulations for educational institutions in most fields under a single Act. The Act does not, however, level out the actual sums granted by the State for the different areas of study.

1.4. Development trends

The implementation of the comprehensive school reform was initiated in 1972 and will be completed in 1977.

TABLE 4. The number of pupils attending comprehensive school

Year	Number of pupils of comprehensive school age	Number of pupils attending comprehensive school	%
1974	685 521	312 872	45,6
1975	676 875	449 748	66,4
1976	661 508	587 125	88,7

TABLE 5. The number of pupils in the first grade of the senior secondary school

Year	Number of sixteen-year-olds	Number of pupils in first grade of senior secondary school	%
1974	76 432	33 455	43,8
1975	78 315	33 455	41,7
1976	77 643	35 341	45,5

TABLE 6. The number of new students in vocational education institutions

Year	New students	Growth %
1974	65 563	1.5
1975	68 093	3.9
1976	71 753	5.4

The proportion of students entering vocational education institutions after completing a senior secondary school course has risen steadily.

TABLE 7. The number of students with senior secondary school examination in vocational institutions

Year	New students entering vocational institutions after completing a senior secondary school course	As a percentage of all new students in vocational institutions
1974	14 681	22.4
1975	15 414	22.6
1976	16 937	23.6

Hence the number of students entering vocational education institutions from the senior secondary school was greater in this period than the number of similarly qualified students entering universities and other institutions of higher education.

TABLE 8. The distribution by field of study of new students in vocational education institutions

Area of study	1974	1975	1976
Humanities and the arts	1 198	1 030	1 119
Teacher training	1 121	1 635	1 436
Commerce and secretarial work	12 700	12 722	12 652
Technology	25 046	28 436	30 515
Transport and communication	1 188	1 223	1 316
Health and welfare	6 068	7 344	7 937
Agriculture and forestry	2 998	3 397	3 356
Other special fields	12 208	12 306	13 422
Total	62 502	68 093	71 753

1.5. Educational research and information services

The major structural change that has taken place in the organization and funding of educational research concerns the process of consultation.

Since 1976 those involved in the planning and administration of educational research and experimental projects carried out on behalf of the National Board of Schools have been able to seek the advice of a new body, an unofficial joint consultative group consisting of representatives of educational authorities and teachers' organizations. This group advises on the organization of research and experimental projects in which teachers participate.

1.6. Documentary sources

Committee Reports:

Report of the Committee on the Position of the Finnish-Russian School in Helsinki	1974:34
Report of the 1972 Committee on the Reorganization of Examinations	1974:35
Report of the Committee on Training in the Field of Tourism	1974:63
First Report of the Committee on Swedish-Language Education	1974:67
First Report of the Committee on Education in Forestry and the Timber Industry	1974:68
Report of the Committee on State Aid to Education	1974:83
Second Report of the Committee to Review Schools	1974:89
Report of the Committee on Education in Production Planning for Industrial Art and Design, Home Industry, and Handicraft	1974:94
Second Report of the Committee for Planning the Curriculum in the Lapp Language	1974:96
Report of the Committee for Planning the Basic Education of Handicapped Children	1974:97
Report of the Committee on Training in the Field of Youth Work	1974:136
Report of the Committee for Planning and Experiment in Vocational Education for Students in Need of Remedial Teaching	1974:140
Report of the Committee on the Need for Premises in Vocational Education	1974:151
Second Report of the Committee on Adult Education	1975:28
First Interim Report of the Curriculum Committee	1975:33
Report of the Committee on Education in the Fishing Industry	1975:36
Report of the Committee on Training of Directors of School Affairs	1975:52
Second Report of the Committee on Education in Forestry and the Timber Industry	1975:106
Report of the Committee on Teachers' Duties and Salaries	1975:108
Report of the Committee on the Differentiation of Teaching in the Comprehensive School	1975:109
Final Report of the Committee on Swedish-Language Education	1976:14

Second Report of the Committee on School Councils	1976:26
Report of the Committee on Family Education	1976:42
Second Report of the Curriculum Committee	1976:43
Second Report of the Committee on School Councils	1976:65

Legislation:

Decree on the Revision of the Matriculation Examination Decree 65/1974

Law concerning the Revision of the Law on State Subsidies for Civic and Workers' Institutes 87/1974

Law concerning the Revision of the Law on Financial Aid for Studies 88/1974

Council of State's Decision of Principle Concerning Reform of Secondary Education 30.5.1974

Decree on the National Board of Vocational Education, revision 619/20.7.1973, 563/3.7.1974

Law on Apprenticeship Contracts, revision 590/2.7.1973

Council of State's Decision on the Expenses of Board and Lodging and the Daily Allowances of Pupils Participating in Employment Courses 812/24.10.1974

Law on the Institution Councils of General Vocational Schools 520/74

Law on Seamen's Education Institutions 397/75

Decree on Seamen's Education Institutions 663/75

Decree on Education Institutions for Hotel and Restaurant Management and Tourist Services 817/75

Law on the Promotion of Vocational Education in Underdeveloped Areas 641/75

Council of State's Decision on the Provision of Free Accommodation and Transport for Students at Vocational Education Institutions in Underdeveloped Areas 195/76

Temporary Amendment to the Law on the State Aid and Subsidy to Certain Vocational Education Institutions and on the Temporary Amendment to the Law on State-Subsidized Study Loans 279/76

Law on the Temporary Amendment to the Law on Forestry Education Institutions 280/76

Decree on Temporary Provisions concerning Basic Vocational Education in State Institutions of Vocational Education 325/76

Council of State's Decision on Some Temporary Provisions concerning Basic Vocational Education 306/76

Law on the State Allowances, State Aid and State-Subsidized Study Loans to Certain Vocational Education Institutions 1075/76

Decree on the Curriculum of the Senior Secondary School 279/75

Council of State's Decision on the Revision of the Functional Structure of the Comprehensive School 13.3.1975

Decree on the Revision of Comprehensive School Decree 325/75

2. HIGHER EDUCATION

2.1. Developments in policy

Plans for forthcoming developments in the Finnish system of higher education give priority to the reform of first and higher degrees, the re-organization and co-ordination of secondary and higher education and to regional development of the higher education system.

Degree reform

The reform of degrees and qualifications - the planning and the transition to new kinds of degrees - will be the most important change in higher education in the coming years.

The reform of first degrees in institutions of higher education is based on the Council of State's decision of principle of 19 December 1974. The content of the decision is discussed in Part I. The decision defines the structure of the new first degree system, the main aims, level of achievement, extent, principal features of content and internal structure of the reformed degrees and at the same time sets out various other aims for the development of higher education which are related to degree reform. The decision of the Council of State is the outcome of several years of research and preparatory work that has been carried out in institutions of higher education and numerous committees, commissions and working groups both in the Ministry of Education and the National Council for Higher Education. In February 1975 the Ministry of Education issued directives to institutions of higher education on the implementation of the decision.

The reform of university qualifications requires degrees to be developed so that

- all educational programmes leading to a first degree have a vocational relevance and thus equip students

with the scientific, scholarly and other skills required in their future careers;

- education offers a better basis for the development of vocational skills;
- education equips students with the capacity to play a fuller social role.

To attain these aims, educational content should be diversified and the level of research in general should be raised. Changes required to meet these aims to improve educational content should be made to the educational structure. The pedagogical level of education should be raised.

The reform of first degrees also requires changes in content and structure to facilitate a flexible co-ordination of secondary and higher education and to develop new educational channels in the vocational sector.

Degree reform is based on bringing higher education more closely into line with the real needs of society. To achieve such an aim, education leading to a university degree will be based on a polytechnic model instead of the present one, characterized as academic.

The aim of the new system is to provide students with a sound basic training in theory and method and an understanding of how society functions. Courses leading to a first degree place the main emphasis on the acquisition of a general theoretical and methodological competence in the disciplines essential to the student's future career and on providing the knowledge required to apply and utilize information, to acquire special skills required for a career and for graduate or further education.

In accordance with the Council of State's decision of principle the first degree will have only one level: the former interim degrees (the so-called lower first degrees taken after three-four years of study) will be phased out. Courses for other lower-level degrees will be changed to lead to a new 'basic' or first

degree or to a non-academic qualification; higher first degrees which can currently be obtained outside institutions of higher education (e.g. in translator training) will be incorporated as first degrees in the university system or as part of courses leading to first degrees.

The introduction of the new first degrees will occur in several phases over the period 1975-78; by 1978 all students entering an institution of higher education will register for the new degrees. Detailed planning for degree reform is now under way in almost all faculties or corresponding administrative bodies and is supported by special funds granted by the Ministry of Education. The drafting of a national plan for the teaching of each discipline is directed and supervised by working groups appointed by the Ministry of Education. They consist of representatives and students concerned with the disciplines and who are drawn from various institutions of higher education.

The general pattern of degrees offered in each discipline is determined by legislation. The decrees concerning degrees in law, medicine and dentistry have already been issued. Preparation of the remaining decrees is currently under way. More detailed directives concerning the content of degrees and the courses leading to them are included in the degree regulations issued by individual institutions of higher education.

The planning for the reform of higher degrees has not yet reached the stage where firm proposals can be made. Guide-lines for development, however, are set out in the report of the Committee on the Reform of Higher Degrees (Committee Report 1975: 64), completed in 1975. The basic principle underlying the reforms is that graduate education, which at present consists largely of independent research presented in a thesis, will be restructured to incorporate graduate courses and regular consultation with teachers.

Regional development of higher education

In its report issued in spring 1976 (Committee Report 1976:11), the Committee on the Regional Extension of the Higher Education System set out principles for the regional development of higher education in Finland.

The Committee divided Finland into six planning areas, taking as its criteria population figures, the availability of places in secondary education, the structure of trades and industry and other factors relevant to special local conditions. The committee recommended that Swedish-language education be designated as a separate planning category comprising the whole country. The principles for the regional development of the higher education system laid down by the Committee can be summarized as follows:

- efforts should be made to relate the number of student places in each regional area to the number of inhabitants in the relevant age-group;
- regional development of the higher education system should be co-ordinated with the development of secondary education;
- the number of disciplines available in each area should take into consideration the area's economic structure, production, planning and labour requirements;
- within each area priority should be given to those regions with the poorest educational opportunities whenever any increase in student places is planned.

The committee estimated that the designation of higher education areas could in the initial phase serve as an overall planning framework for the regional expansion of higher education and for fixing targets for student enrolment. Development of more organized regional planning and of co-operation between educational units would, in the committee's opinion, require the creation of official bodies charged to facilitate co-operation.

The planning and administration of the regional development of education - at present the responsibility of the central adminis-

tration of the universities, the National Board of Vocational Education and the higher education institutions - could then be delegated to these co-operation bodies. Their duties would include co-ordination of development plans in different higher education institutions, development of joint utilization of teaching staffs and other resources, promotion of co-operation between universities and other educational institutions, the monitoring of local industry and other sources of employment, and, against this background, the assessment of the educational needs of the population, and research on social problems affecting the opportunities for study. Tasks related to regional development, construction and the joint use of space and facilities, at present the responsibility of the advisory committees for the planning and construction of universities and other institutions of higher education, could also gradually be transferred to advisory committees active in individual areas of higher education.

The Ministry of Education's five-year plan for determining the number of students and the Ministry's annual recommendations on the optimum number of students to be registered in each institution of higher education play an important role in the regional development of the higher education system. The overall target for student enrolment is laid down in legislation relating to the development of higher education during the years 1967-81. Present plans for the development of the higher education system require any growth in the number of students to take place in institutions of higher education outside Helsinki and Turku. Special emphasis will be put on diversifying and broadening teaching and research in universities and other institutions of higher education located in educationally deprived areas. In addition to these plans for expansion, various committees set up by the Ministry of Education have studied the need for and implications of establishing three new institutions of higher education (the Mikkeli School of Economics, the Lapland School of Administrative and Social Sciences, and the Seinäjoki School of Social Work).

The Ministry of Education has recently set up committees to study the division of interests among institutions of higher education in certain regions and the need for their expansion, and a committee for the further planning of the Lapland institution of higher education.

One of the most serious problems today in developing higher education is the lack of resources. The State's difficult financial position jeopardizes even the implementation of the plans set out in the 1967-81 schedule for increases in the number of student places and threatens to curtail the implementation of plans for the development of education and research. Shortcomings in defining enrolment targets for secondary and higher education have also caused significant problems. At present, approximately one half of secondary school leavers are able to continue their studies in colleges and institutions of higher education. However, there have been efforts to cut back senior secondary education substantially by increasing the opportunities for vocational education. As the implementation of these reforms will not be felt until the 1980s, the provision of opportunities for students transferring from vocational establishments into higher education may, initially, further limit the opportunities for secondary school-leavers to enter higher education. In the long term, however, a more difficult problem will undoubtedly be posed by the need to help the student select the appropriate educational field and to organize the studies of the first phase of his course in such a way as to give due consideration to his educational background and level of achievement on entering university.

2.2. New educational legislative measures

The principal legislative measures in recent years have been the decrees on the reform of the internal administration of institutions of higher education and the new decrees governing the content and award of degrees. They are the subject of Part I of the

present paper. Decrees to cover all degrees awarded by institutions of higher education are currently being drafted and will probably be completed by the end of 1977.

2.3. Administration and finance

No major innovations in the central administration and finance have taken place in 1974-76. Development of the internal administration of the universities is discussed in Part I of the present paper. Decrees have already been issued on the internal administration of eight universities. Preparatory work towards the reform in other universities continues in the Ministry of Education.

The enactment of law on internal university administration requires numerous lower-level regulations which have to be drafted in collaboration with the institutions of higher education. Wide-reaching measures to plan and set up the practical arrangements are also required in order to implement new administrative system.

2.4. Development trends

The increase in the number of student places is based on the 1966 legislation for the expansion of the higher education system. Minimum targets for registration in the major areas of study up to 1981 have been laid down in law and by supplementary decree. Table 9 shows the distribution of students between the major areas of study in 1967 and 1975, and the target for 1981.

TABLE 9. Distribution of students between the major areas of study

Area of study	Number of students 1967	% of the whole	1975	% of the whole	Target for 1981	% of the whole
I Humanities, social sciences, economics, theology	31 043	62.0	43 187	58.6	40 990	54.2
II Science, agriculture, forestry	9 945	19.9	15 074	20.5	15 500	20.5
III Technology	5 704	11.4	10 508	14.3	12 500	16.5
IV Medicine	3 358	6.7	4 937	6.7	6 670	8.8
Total	50 050	100.0	73 705	100.0	75 660	100.0

2.5. Teacher training

The Law on Teacher Training (844/71) set in motion a series of important reforms which are still being implemented. Further provisions concerning the organization of teacher training are set out in the Decrees on Teacher Training (502-503/73). During the transitional period, teacher training has followed the old methods, although certain modifications are being tried out as the results of the decree on the provisional principles for the training and qualifications of teachers in the comprehensive school system and in senior secondary schools (583/75). The organizational reform of teacher training was implemented in 1973-75.

The training of teachers for the comprehensive school system and the senior secondary schools has been transferred from separate

colleges to seven institutions of higher education, most of which had not previously provided teacher training facilities. These institutions are the Universities of Helsinki, Jyväskylä, Oulu, Joensuu, Turku, Tampere and Åbo Academy. Teachers in the fine arts are still trained at the Institute of Industrial Art and Design and teachers of music at the Sibelius Academy; part, at least, of the training of certain other small groups of specialist teachers is also provided by institutions outside higher education.

The reform of teaching qualifications is still at the planning stage. It is intended to introduce the new qualifications at the same time as the new degrees in the humanities and science, i.e. 1977-78. Table 10 shows the numbers of teachers currently being trained and estimates of the optimum numbers for 1981.

TABLE 10. The numbers of teachers trained in 1975

	Autumn 1975	Estimate for autumn 1981
Comprehensive school class teachers	2 390	3 540
Special intensive course for class teachers who already have an academic qualification	157	240
Subject teachers whose main course is studied in the teacher training unit	436	610
Subject teachers in the new school system, pedagogical studies	1 141	1 400
Studies counsellors in the comprehensive school	63	85
Specialist teachers	181	250
Kindergarten teachers	711	1 020
Total	5 079	7 145

2.6. Education research and information services

The Department for Higher Education and Science is provided through the budget with funds for research into the development of higher education. In research the emphasis is now turning from studies concerned with degree reform and teaching methods to projects dealing with the co-ordination and integration of the content and structure of secondary and higher education. The most important research projects include an investigation of employment expectations in various areas of study, research into the co-ordination and integration of teaching in secondary and higher education, an investigation of the flow of students and the reasons why they choose their particular subject, and a study of the possibilities of regional co-operation between universities and other institutions of higher education. Another important area of research is the regional economic effects of recruitment of staff and students by universities.

Efforts to ensure the most effective utilization of research in planning future developments have been made in various ways. These include attempts to identify at a sufficiently early stage the particular problems that will require investigation as part of the overall development programme and the co-ordination of research projects with the work of the planning groups. It must be noted, however, that both in degree reform and in the development of an integrated plan for co-ordinating the different levels of education there has not been enough information available to develop curricula, to reach firm conclusions on the selection of subject field or to examine different methods of teaching. On the other hand, proposals for measures related to the regional expansion of the higher education system have largely been based on current research.

2.'. Documentary sources

Committee reports:

Reports of the guidance and follow-up projects related to the reform of university degrees, summer 1976.

Reports of the project for the further planning of the reform of university degrees, in 1974 and 1975.

Report of the 1976 working group for the revision of the development legislation (Committee report 1976:40).

Report of the 1973 teacher training committee (1975:75).

Memorandum of the working group dealing with further training by higher education institutions (Committee report 1975:64; English summary available).

Report of the committee for the regional development of the higher education system (Committee report 1976:11; English summary available).

Report of the committee on the higher education institution to be established in Lapland (Committee report 1975:117).

Report of the committee on the school of economics to be established in Mikkeli (Committee report 1975:118).

Report of the committee for the planning of the Seinäjoki institution of higher education (Committee report 1975:123).

Legislation:

Decision on the Principles to be Applied in the Development of Basic Degrees in Institutions of Higher Education 15.12.1974.

Regulations concerning the application of the above-mentioned Decision of Principle, by the Ministry of Education, February 1975.

Decrees on degrees in law, medicine, and dentistry (Finnish and Swedish versions).